Burden

City of San Diego Planning Department



# **Negative Declaration**

EQD No. 86-0825

236-5775

SUBJECT: Golden Hill Community Plan. ADOPT COMMUNITY PLAN to supersede 1979 Golden Hill Precise Plan, AMEND PROGRESS GUIDE AND GENERAL PLAN, INITIATE COMMUNITY-WIDE REZONINGS to bring zoning into conformity with community plan recommendations, APPLY COMMUNITY PLAN IMPLEMENTATION OVERLAY ZONE (CPIOZ) to provide for additional review of projects in areas proposed for high density development. The Golden Hill community consists of approximately 430 acres, located east of downtown San Diego. The area is bounded by Balboa Park and Juniper Street on the north, 32nd Street between Juniper Street and Hawthorne Street, then along Marlton Drive to the 34th Street canyon to Beech Street on the east, State Highway 94 on the south, and Interstate 5 on the west. Applicant: City of San Diego.

- I. PROJECT DESCRIPTION: See attached Initial Study.
- II. ENVIRONMENTAL SETTING: See attached Initial Study.

#### III. DETERMINATION:

The City of San Diego has conducted an Initial Study and determined that the proposed project will not have a significant environmental effect and the preparation of an Environmental Impact Report will not be required.

#### IV. DOCUMENTATION:

The attached Initial Study documents the reasons to support the above Determination.

- V. MITIGATING MEASURES: None required.
- VI. PUBLIC REVIEW DISTRIBUTION:

Draft copies or notice of this Negative Declaration were distributed to:

Greater Golden Hill Planning Association
Golden Hill Community News
Councilperson Celia Ballesteros
CALTRANS
SANDAG
SANDAG - Jack Koerper
MTDB
San Diego Transit
San Diego Unified School District
Community Planners Committee

#### VII. RESULTS OF PUBLIC REVIEW:

- ( ) No comments were received during the public input period.
- ( ) Comments were received but did not address the Negative Declaration finding or the accuracy/completeness of the Initial Study. No response is necessary. The letters are attached.
- (X) Comments addressing the findings of the draft Negative Declaration and/or accuracy or completeness of the Initial Study were received during the public input period. The letters and responses follow.

Copies of the draft Negative Declaration and any Initial Study material are available in the office of the Environmental Quality Division for review, or for purchase at the cost of reproduction.

David A. Potter, Deputy Director

City Planning Department

September 17, 1987 Date of Draft Report

October 20, 1987 Date of Final Report

Analyst: Wilson



October 5. 1987

RECEIVED

OCT 07 1987

ENABLE MENTAL SHAFTLA

Mr. David A. Potter, Deputy Director City of San Diego Planning Department Environmental Quality Division 1010 Second Avenue, Suite 600 San Diego, CA 92101

SUBJECT: GOLDEN HILL COMMUNITY PLAN

PROPOSED NEGATIVE DECLARATION

(EQD #86-0825)

Dear Mr. Potter:

District staff have reviewed the proposed Draft Negative Declaration prepared for the above-referenced project. As operator of San Diego International Airport, we recognize the City's concerns about improving the compatibility of the long-range land use aspects of the Golden Hill Community Plan (Plan) with respect to aircraft noise and operations at Lindbergh Field.

We note that the Draft Negative Declaration makes the following statements and conclusions regarding the proposed Plan:

- "Approximately 150 acres, situated adjacent to the southeast corner of Balboa Park, are impacted by aircraft noise emanating from Lindbergh Field flight operations. The area experiences noise levels exceeding 65 db CNEL.
- The Progress Guide and General Plan Land Use Compatibility with Annual Community Noise Equivalent Levels matrix indicates that residential land uses are incompatible with noise levels exceeding 65 db CNEL.
- If increased densities were being proposed in the Community Plan, noise would be considered a significant impact.
- The Community Plan, however, does not propose any increase in density in the noise impacted area and will not create a situation where higher density development and more people would be exposed to aircraft noise."

Mr. David A. Potter Page 2 October 5, 1987

Based on the above, we understand that the City of San Diego Environmental Quality Division has determined that the proposed residential rezonings and the rezoning of the Brooklyn Elementary School property would not result in any increase of incompatible land use within the aircraft noise influence area of Lindbergh Field.

Thank you for the opportunity to comment on this Draft Negative Declaration. If you have any questions regarding the above, please call my assistant, Ken Andrecht, at (619) 291-3900, ext. 254.

Sincerely,

K.L. ANOREMT

TOMAS E. FIRLE, Coordinator Environmental Management

TEF/KLA/nm

File: - City Plans; Golden Hill - S.D. City; Noise Areas

#### RESPONSE TO COMMENTS

The residential densities throughout the area impacted by aircraft noise exceeding 65 CNEL will be substantially reduced upon implementation of the community plan.

City of San Diego Planning Department ENVIRONMENTAL QUALITY DIVISION Executive Complex 1010 Second Avenue, Suite 600 San Diego, CA 92101 (619) 236-5775

> INITIAL STUDY EQD No. 86-0825

SUBJECT: Golden Hill Community Plan. ADOPT COMMUNITY PLAN to supersede 1979 Golden Hill Precise Plan, AMEND PROGRESS GUIDE AND GENERAL PLAN, INITIATE COMMUNITY-WIDE REZONINGS to bring zoning into conformity with community plan recommendations, APPLY COMMUNITY PLAN IMPLEMENTATION OVERLAY ZONE (CPIOZ) to provide for additional review of projects in areas proposed for high density development. The Golden Hill community consists of approximately 430 acres, located east of downtown San Diego. The area is bounded by Balboa Park and Juniper Street on the north, 32nd Street between Juniper Street and Hawthorne Street, then along Marlton Drive to the 34th Street canyon to Beech Street on the east, State Highway 94 on the south, and Interstate 5 on the west. Applicant: City of San Diego.

#### I. PURPOSE AND MAIN FEATURES:

Since adoption of the Greater Golden Hill Precise Plan in 1979, many changes have occurred in the community. The changes require modification to the Precise Plan recommendations if the goals of both the Precise Plan and the Progress Guide and General Plan are to be achieved.

In April, 1985, the Golden Hill Community Planning Committee requested that the City rezone all property in the plan area to conform with the recommendations of the 1979 Precise Plan. This request resulted from a concern on the part of the planning committee that development at densities different than those recommended by the precise plan had demonstrated an adverse impact on the character and scale of the community, transportation system, and infrastructure network within Golden Hill.

The City responded to the request with a proposal for an update of the Precise Plan which would address issues of appropriate land use densities, the preservation of open space, and the appropriate scale and character of new development.

The Planning Study identified the following issues which are addressed in the plan.

o The achievement of conformance between zoning and community plan land use designations.

- Preservation of community scale, character, and historical and architectural resources.
- Development of a variety of housing types for all ages, income and social groups.
- Concentration and revitalization of neighborhood commercial districts.
- o Elimination of the over-concentration of residential care facilities within Golden Hill.
- o Establishment and maintenance of a high level of public facilities and services to meet the needs of the community.
- Clarification of boundary to reflect existing ownership and access patterns.

The purpose of the plan is to ensure that development will reflect the community's past and be sensitive to the scale, character, and design of the older, established neighborhoods and to topographical features.

In response to the community issues, the Golden Hill Community Plan sets forth proposals and recommendations to guide future development. The major plan recommendations are as follows:

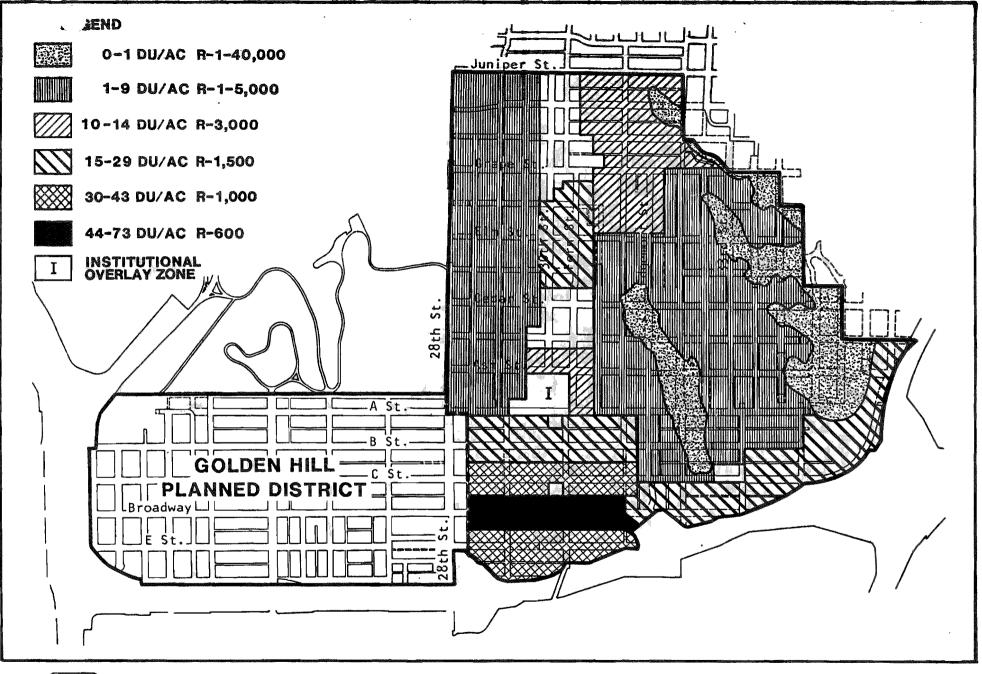
#### Residential

The plan seeks to provide a diversity of residential densities and housing types within the community (Figure 1). Established single-family neighborhoods are preserved, with low density, R1-5000 zoning retained.

Low-medium density is proposed for two areas. The area east of the alley on Fern Street, west to 32nd Street, south of Juniper Street, north to Elm Street, and the area north of Brooklyn Elementary School at "A" Street, south of Beech Street between Dale Street and Grove Street are proposed for development under the R-3000 Zone, which would allow up to 15 dwelling units per acre. On a 50- by 100-foot lot, which is typical in the area, two dwelling units would be allowed.

Medium density development under R-1500 zoning is proposed for three areas. One area is located along Fern Street and 30th Street.

Medium density, up to 30 dwelling units per acre is recommended to stimulate redevelopment. The second medium density area is bounded by "A" Street, the alley between "B" and "C" Streets and 28th Street and the alley between Edgemont Street and 31st Street. The third area of medium density development is located south of "C" Street



PROPOSED RESIDENTIAL DENSITIES

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CITY OF SAN DIEGO · PLANNING DEPARTMENT

FIGURE

east of the alley between Edgemont Street, and along Delevan Drive. This area is currently developed with industrial uses which are proposed to be phased out over time.

High-medium density, up to 43 dwelling units per acre, is proposed for the area bounded by the alley south of B Street to State Route 94, between 28th Street and 31st Street. The area is adjacent to transportation corridors linking the community to downtown San Diego, the Southeast San Diego community, and State Route 94.

High density development, up to a maximum of 73 dwelling units per acre, is proposed immediately adjacent to the Broadway corridor from 28th Street to the alley east of 31st Street. This area was selected for the highest density development because of its proximity to major transportation routes to downtown and surrounding communities.

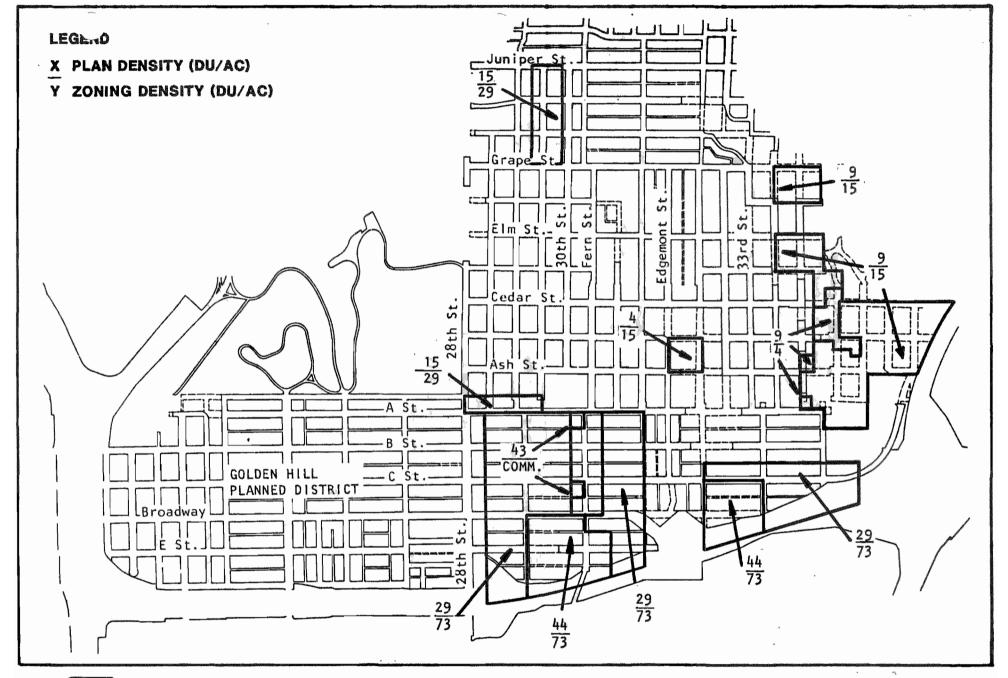
The Golden Hill Planned District is located in the western portion of the community. It is bounded by Balboa Park on the north, one-half block east of 28th Street on the east, State Route 94 on the south, and Interstate 5 on the west. The Planned District was established to preserve the historic structures within the area. The Planned District is proposed to be retained.

The plan would result in a reduction in residential densities from those permitted under existing zoning, in a number of areas. The inconsistencies between the plan proposals and existing zoning are shown on Figure 2. Opportunity for redevelopment in the community will be available, and growth can occur, however, under the densities proposed in the plan there is less likelihood of land use conflicts.

## Historical/Architectural

In response to the presence of historically and architecturally significant structures within the community, the plan contains the following recommendations:

- o Conduct a comprehensive survey of Golden Hill outside of the Planned District to identify structures that are historically/ architecturally significant.
- o Identify historically/architecturally important properties and submit them to the Historical Site Board for historic designation.
- o Maintain flexibility in land use and off-street parking requirements through Conditional Use Permits to facilitate the maintenance of historical structures.
- o Encourage appropriate agencies to explore other methods of tax relief as incentives for maintaining property as a historic site.



PLAN/ZONING INCONSISTENCIES

FIGURE

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#### Commercial

There are approximately 24 acres zoned for commercial use in Golden Hill. Most of the commercial development is smaller scale strip development in older structures. The plan seeks to revitalize commercial areas by recommending application of a Pedestrian Commercial Overlay Zone, and to permit professional offices in all the commercial districts. The plan supports revitalization programs for the 30th Street and Fern Street area, the Beech Street Commercial District, and the 25th Street area. The plan's commercial recommendations are shown on Figure 3.

# Transportation

The plan recognizes that growth in the community and in surrounding areas will increase traffic in Golden Hill. The following improvements to the street system are proposed:

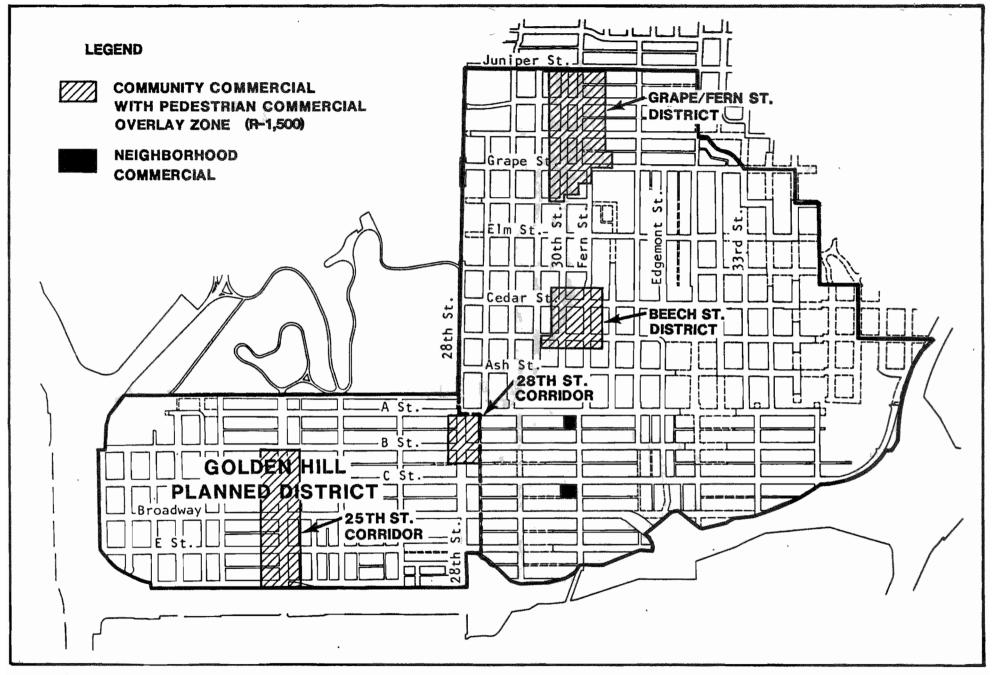
# Physical Improvements

- o Broadway Broadway between 30th Street and State Route 94 should be widened to 60 feet from curb to curb in the existing right-of-way and classified as a four-lane major street with parking allowed.
- o <u>30th Street</u> 30th Street between "A" Street and Broadway should be widened to 52 feet from curb-to-curb with parking allowed, and classified as a three-lane collector street, with a suitable transition south of Broadway. This will require additional right-of-way.

# Operational Improvements

- o Broadway between 19th Street and 30th Street should be restriped as a three-lane collector street, with parking allowed, when warranted by future traffic volumes. At 25th, 28th Street, and at 30th Street, five lanes should be provided by prohibiting parking to accommodate two through-lanes in each direction and a separate left turn lane on Broadway.
- o 25th Street between "B" Street and "F" Street could be reconstructed to provide one lane in each direction with separate left turn lanes. However, any changes to the configuration of 25th Street should be coordinated with the 25th Street Revitalization Program.

The plan also proposes to increase the amount of off-street parking in the community, and to develop a community-wide bikeway system connecting with the City-wide system.



COMMERCIAL PROPOSALS

Environmental Quality Division

CITY OF SAN DIEGO · PLANNING DEPARTMENT

FIGURE

## Parks and Recreation

Like many of the older communities in San Diego, Golden Hill is deficient in parks. The plan recommends purchasing additional land for parks, as well as providing better access and community oriented facilities in the southeast corner of Balboa park which abuts the community.

### Open Space

The plan recommends continuance of the City's open space acquisition program to acquire hillside areas and canyon bottoms in the 32nd Street and 34th Street canyons. In addition, the plan proposes to rezone all areas within the 32nd Street and 34th Street canyons, as well as within the HR area, to the R1-40,000 Zone.

### Community Facilities

Since Golden Hill is one of in San Diego's established communities, such community facilities as water, sewer, police, fire, parks and libraries are available to serve the area. The plan contains recommendations aimed at upgrading existing facilities and providing better service to the community.

#### Social Services

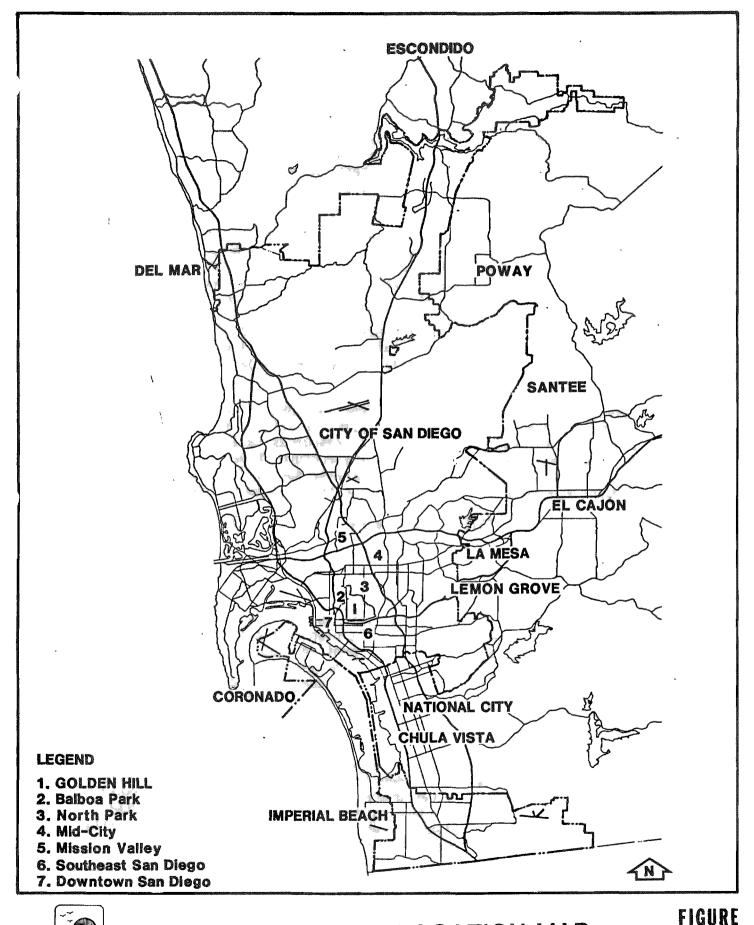
The plan points out the concentration of social service facilities including substance abuse centers, nursing homes, and boarding homes for the aged in the community and recommends that residential care facilities be no closer than 600 feet from each other in order to prevent their proliferation.

#### Urban Design

The plan recognizes the unique character of the Golden Hill community, with its canyons and hillsides, variety of architectural styles and housing types, and architecturally and historically significant structures. Urban design guidelines are provided in the plan for general application in residential and commercial development within the community.

#### II. ENVIRONMENTAL SETTING:

Golden Hill is an urbanized community, comprising approximately 430 acres, and located east of downtown San Diego (Figure 4). The community has a population of approximately 15,391 residents residing in 6,742 dwelling units. The gently rolling topography was formed on ancient marine terraces, and elevations in the area range from about 60 feet above sea level in the southwestern corner of the community to about 280 feet above sea level in the northeastern area.



**LOCATION MAP** 

LOCATION WAR

With the exception of two canyon areas, the community is nearly totally urbanized. The 34th Street canyon located along the eastern border of the community contains approximately 41 acres of land owned by the City and dedicated as open space. The 32nd Street canyon consists of approximately 13 acres, and is situated along 32nd Street, between "C" Street and Date Street. The City owns eight acres in this canyon which are dedicated as open space. The 34th Street canyon has a considerable area vegetated with native chaparral and supports birds and mammals associated with that habitat. Both canyon areas have been disturbed to some extent by residential development within the canyons and along the canyon rim.

Golden Hill is within the influence area of Lindbergh Field and is subject to noise from jet aircraft overflights. Approximately 150 acres of land in Golden Hill is impacted by jet aircraft noise exceeding 65 CNEL (Figure 5).

Development in Golden Hill dates from the 1860's, and buildings representative of the community's past are still intact in many areas. Historical and architectural resources have been surveyed in the Planned District area, and many structures have been designated as historical landmarks. A comprehensive survey of areas in the community outside the Planned District has not been undertaken.

III. ENVIRONMENTAL ANALYSIS: See attached Initial Study checklist.

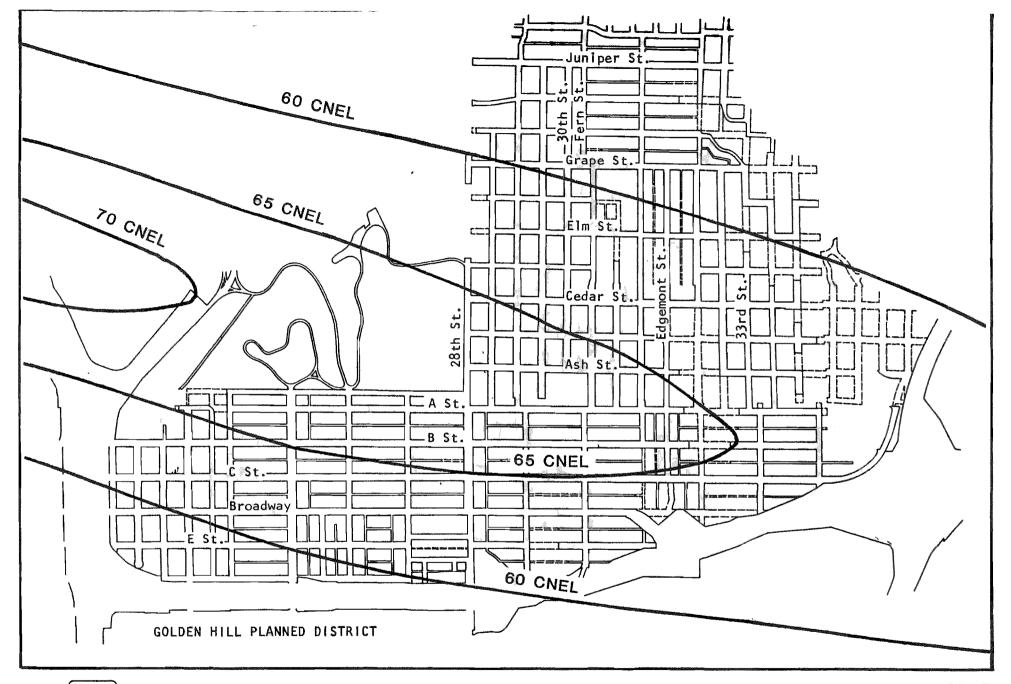
#### IV. DISCUSSION:

#### Land use

The plan proposes a reduction in residential densities in a number of neighborhoods. The densities in the plan should prevent the intrusion of higher density development into established low density neighborhoods. One of the plan's primary goals is to maintain and enhance the economic balance, variety, quality, and distinctive architectural character and scale of housing.

## Traffic

Growth in the community and in surrounding areas will add to traffic volumes on streets within Golden Hill, especially during peak hours. A Traffic Forecast Study was prepared by the City which recommended physical and operational improvements which have been incorporated into the plan (see previous discussion). Since the plan is generally lowering densities, it will not create new significant traffic impacts.



# CNEL NOISE CONTOURS - LINDBERGH FIELD

FIGURE

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JAN. 1986 - DEC. 1986

### Open Space

The plan recognizes the importance of natural open space and proposes acquisition of additional areas, primarily in the 34th Street canyon. In order to assure that hillsides and canyon areas are respected in areas where development can occur, the plan recommends R-1-40,000 zoning and application of the Hillside Review (HR) Overlay Zone.

#### Noise

Approximately 150 acres, situated adjacent to the southeast corner of Balboa Park, are impacted by jet aircraft noise emanating from Lindbergh Field flight operations (Figure 5). The area experiences noise levels exceeding 65 CNEL.

The Progress Guide and General Plan Land Use Compatibility with Annual Community Noise Equivalent Levels matrix indicates that residential land uses are incompatible with noise levels exceeding 65 CNEL. Nearly all of this area within the community is urbanized, and has been for many years. If increased densities were being proposed in the community plan, noise would be considered a significant impact. The Golden Hill Community Plan, however, does not proposed any increase in density in the noise impacted area and will not create a situation where higher density development and more people would be exposed to aircraft noise.

# Historic/Architectural Resources

The Golden Hill community has an abundance of historically and architecturally significant structures. The plan recognizes the importance of these resources and contains recommendations regarding their identification and preservation. The land use proposals of the plan should not adversely impact efforts to preserve these structures.

# Parks/Community Facilities

Recognizing the lack of park facilities in the community, the plan recommends developing new pedestrian paths to link the community with recreation areas in Balboa Park, which abuts the community. The plan also recommends that additional facilities be provided, such as benches and play equipment.

Since essential community facilities are already in place to serve Golden Hill, the plan's recommendations focus upon maintaining and upgrading the level of service where it is perceived by the residents to be deficient.

#### V. RECOMMENDATION:

On the basis of this initial evaluation:

X The proposed project would not have a significant effect on the environment, and a NEGATIVE DECLARATION should be prepared.

Although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described in Section IV above have been added to the project. A MITIGATED NEGATIVE DECLARATION should be prepared.

\_\_\_\_ The proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT should be required.

PROJECT ANALYST: Wilson Attachments: Location Map

Residential Densities Map

Area Impacted by Aircraft Noise

#### III. ENVIRONMENTAL ANALYSIS:

This Initial Study checklist is designed to identify the potential for significant environmental impacts which could be associated with a project. All answers of "yes" and "maybe" indicate that there is a potential for significant environmental impacts and these determinations are explained in Section IV.

			<u>Yes</u>	<u>Maybe</u>	<u>No</u>
A.	Geo	logy/Soils. Will the proposal result in:			
	1.	Unstable geologic or soil conditions according to the Seismic Safety Study Geotechnical Land Use Capability Map or other evidence?			<u> </u>
	2.	Any increase in wind or water erosion of soils, either on or off the site?			<u>_</u>
В.	Air	. Will the proposal result in:			
	1.	Substantial air emissions or deterioration of ambient air quality?		_	<u></u>
	2.	The exposure of sensitive receptors to substantial pollutant concentrations?			
	3.	The creation of dust or objectionable odors?	Company of the Compan	€mmoµnas-#	
	4.	A substantial alteration of air movement, moisture, or temperature, or any change in climate, either locally or regionally?	and the second		<u></u>
C.	Hyd resi	rology/Water Quality. Will the proposalult in:			
	1.	Changes in currents, or the course of direction of water movements, in either marine or fresh waters?			
	2.	Changes in absorption rates, drainage patterns, or the rate and amount of surface runoff?			
	3.	Alterations to the course or flow of flood waters?	<del>ģilos vastīras</del>		<u></u>
	4.	Discharge into surface waters, or in any alteration of surface water quality, including, but not limited to temperature, dissolved oxygen or turbidity?			
				Revised	3/13/86

			Yes	Maybe	No
	5.	Discharge into surface or ground waters, significant amounts of pesticides, herbicides, fertilizers, gas, oil or other noxious chemicals?	-	materialists	<u>~</u>
	6,	Change in deposition or erosion of beach sands, or changes in siltation, deposition or erosion which may modify the channel of a river or stream or the bed of the ocean or any bay, inlet or lake?			
	7.	Exposure of people or property to water related hazards such as flooding?	60w/0320m60	specialization primary	4
D.	Bio	logy. Will the proposal result in:			
	1.	A reduction in the number of any unique, rare, endangered, sensitive or fully protected species of plants or animals?	der <sup>ate</sup> specialis		上
	2.	A substantial change in the diversity of any species of animals or plants?		-	_
	3.	Introduction of invasive species of plants into the area?	-	(g) <sup>1</sup> MCC-SF4-A	
	4.	Interference with the movement of any resident or migratory fish or wildlife species?	Britania	-	<u></u>
	5.	An impact on a sensitive habitat, including, but not limited to streamside vegetation, oak woodland, vernal pools, coastal salt marsh, lagoon, wetland, or coastal sage scrub or chaparral?	*******		<u>~</u>
E.	Not	se. Will the proposal result in:			
	1.	A significant increase in the ambient noise levels?	<b>Balance</b>		سل
	2.	Exposure of people to noise levels which exceed the City's adopted noise ordinance?	<del> </del>	<del>gergenski</del> tek	<u>_</u>
	3.	Exposure of people to current or future transportation noise levels which exceed standards established in the Transportation Element of the General Plan?		gapangidadi	<u></u>

	#	Yes	<u>Maybe</u>	No
F.	<u>Light, Glare and Shading</u> . Will the proposal result in:			£ 1
	1. Substantial light or glare?	egonopii leekeyi dak	quadely proposed for	L
	2. Substantial shading of other properties?		in annique (secondo	
G.	Land Use. Will the proposal result in:			
	1. An alteration of the planned land use of an area?		de production de la constante	1
	2. A conflict with adopted environmental plans and goals of the community where it is located?	·	·	
	3. Land uses which are not compatible with aircraft accident potential as defined by a SANDAG (ALUC) Airport Land Use Plan?	S STATE OF THE STA		
Н.	Natural Resources. Will the proposal result in:			A
	<ol> <li>The prevention of future extraction of sand and gravel resources?</li> </ol>	en interiorie		<u></u>
	2. The conversion of agricultural land to nonagricultural use or impairment of the agricultural productivity of agricultural land?	<del> </del>		<u>_</u>
I.	Hazardous Materials: Will the proposal involve a risk of an explosion or the release of hazardo substances (including, but not limited to gas, oil, pesticides, chemicals or radiation)?	us 		
J.	Population. Will the proposal alter the planned location, distribution, density, or growth rate of the population of an area?	<b>Carlottering</b>	-	<u></u>
K.	Housing. Will the proposal affect existing housing, or create a demand for additional housing?	swinter-comp.	<del></del>	
L.	Transportation/Circulation. Will the proposal result in:			
	<ol> <li>Traffic generation in excess of specific/ community plan allocation?</li> </ol>		<del>descripto</del>	1
	2. An increase in projected traffic which is substantial in relation to the capacity of the street system?	-	-	
	3. An increased demand for off-site parking?		party:	
	4. Substantial impact upon planned transportation systems?		-	¥

		- Yangi vag	Yes	Maybe	No
	5.	Alterations to present circulation movements including effects on existing public access to beaches, parks, or other open space area?		- Carlotterine	¥
	6.	Increase in traffic hazards to motor vehicles, bicyclists or pedestrians?	<b>Strangermani</b>	supposition.	<u>~</u>
M,	eff alt	lic Services. Will the proposal have an ect upon, or result in a need for new or ered governmental services such as police fire protection, schools, parks or reational facilities?	<del>andisciptus</del>		entations
N.	for uti	lities. Will the proposal result in a need new systems, or substantial alterations to lities, including power or natural gas, munications systems, water, sewer, storm er drainage, solid waste and disposal?			
0.		rgy. Will the proposal result in the use excessive amounts of fuel or energy?	gugganitana	La contraction of the second	
₽.	Wat	er Conservation. Will the project result in:		. 49	
	1.	Increased demand for water on a regional basis which exceeds planned or projected needs?			1/
	2.	Landscaping which is predominantly non-drought resistant vegetation?	**************************************		
Q.	Aes	thetics. Will the proposal result in:			
	1.	The obstruction of any vista or scenic view from a public viewing area?		STATE OF THE PARTY	
	2.	The creation of a negative aesthetic site or project?		e-tradjonancos	_
	3.	Project bulk, scale, materials or style which will be incompatible with surrounding development?			<u></u>
	4.	The loss of a stand of distinctive, landmark or mature trees?			
	5.	Substantial change in topography or ground surface relief features (generally more than 5,000 cubic yards of grading per acre)?	<del>estili dende</del>		~
	6.	The loss, covering or modification of any unique geologic or physical features such as a natural canyon, sandstone bluff, rock outcrop or hillside with a slope in excess of 25 percent?			¥

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